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AUTHOR	Solomon, Herman S.
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ABSTRACT

A survey of 825 Manpower Development and Training Act (MDTA) graduates was made to evaluate MDTA programs. A total of 569 responded, representing 69 percent of the sample. The responses indicated that 80 percent of the graduates were employed and over two-thirds held training-related jobs. Sixty percent were between 22 and 45 years of age. A higher proportion of males than females remained in the labor force after training. The unemployment rate was highest (12 percent) for the 45 and older age group. Earnings of MDTA graduates exceeded pretraining earnings by 50 cents an hour in 69 percent of the cases. The median earnings for male graduates was $2.67 per hour and for females $2.12 per hour. (BC)

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AFTER TRAINING

A Followup report on MDTA-course Graduates

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NEW YORK STATE DEPARTMENT OF LABOR
Division of Employment
Albany, N.Y.

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TERMS OF REFERENCE

"The Secretary of Health, Education and Welfare has stated that data provided by the reporting system of the Department of Labor will assist his department in determining the extent to which actual training has contributed to the outcomes observed and in determining what changes in training are needed; the Secretary has further stated that the relevant factors to be considered in the evaluation of the training process are (1) the extent to which trainees obtained and retained employment, (2) the extent to which this employment is training related, (3) the performance of trainees on the job, and (4) their wage rates."

-- Report to the Congress of the United States, Need for Adequate Employment Data for Evaluating the Effectiveness of Training Under Manpower Development and Training Act of 1962, by the Comptroller General of the United States, p. 5, April 1964.

This report was prepared by
Herman S. Solomon, Senior Research Analyst

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SUMMARY

The labor-force status of graduates from the early years of the MDTA institutional training program was measured in a series of sample surveys. Findings on employment and hourly earnings of these graduates attest the substantial success of the program.

- The proportion of graduates employed progressed from two-thirds in July 1964 to four-fifths in June 1967; if withdrawals from the labor market are excluded, the proportions employed are 73 per cent in July 1964 and 91 per cent in June 1967.

- The proportion of graduates unemployed declined from one-fourth to about one-tenth, in the period July 1964 to June 1967; the general unemployment rate in New York State fell from 5.1 per cent to 4.0 per cent during the same period.

- Employment of graduates was generally reported to be in training-related jobs twice as often as in jobs that were not training-related, although there were substantial variations in age, sex, education, and other distributions.

- Hourly earnings of MDTA graduates exceeded their last pre-training earnings by 50 cents or more in 69 per cent of the cases; 12 per cent of employed graduates reported reductions or no improvement in hourly earnings, median earnings reported by employed graduates were $2.67 per hour for males and $2.12 per hour for females in the June 1967 survey.

Whether trainees selected from the disadvantaged segments of the population, in 1966 and the later years, have fared as well as those of the earlier years remains to be ascertained through further survey and analysis.

INTRODUCTION

The Manpower Development and Training Act of 1962 (MDTA) established a nationwide program of expanded vocational training opportunities for unemployed and underemployed persons, to enhance their prospects of securing full-time employment. Congress passed the Act in March 1962 and appropriated funds for the program on August 14, 1962. New York State's first MDTA course was started on November 5, 1962.

The Manpower Development and Training Act also provided--in line with progressive principles of administrative planning--that the effectiveness of the training programs be evaluated, especially as to the extent to which such training has resulted in employment.

This report presents some data, on the basis of which at least a partial evaluation can be made. To acquire these data, a series of followup surveys was undertaken, supplementing the federally prescribed reporting system on the labor-force status and work experience of persons who completed training. The surveys were conducted and summarized by members of the staff at intervals from July 1964 to June 1967.

In this report are answers to some of the questions about the effectiveness of MDTA. Many other questions remain unanswered. More research into individual work histories and the relative effectiveness of various types of courses would probably reveal much useful information. Moreover, the legislative and administrative changes in the program since MDTA was first enacted have brought a new emphasis on services to the disadvantaged; and the comparative effectiveness of this new emphasis should also be evaluated in a study of the last two or three years.

AFTER TRAINING: A Followup Report on MDTA-course Graduates

The MDTA program was enacted by Congress to alleviate unemployment and worker shortages. Most of those who have been unemployed in recent years are people who don't have job skills that are currently in demand. They can't find work because they have neither the training nor the experience required. The MDTA program was designed therefore:

- to identify and measure current and future manpower requirements in demand occupations;

- to establish training courses for developing employable skills in such occupations among those who are unable to secure full-time employment without such training;

- to evaluate the effectiveness of the training courses undertaken; an important aspect of effectiveness is the extent to which training is followed by employment.

The training for which the Division recruits applicants is mainly of the institutional type--classroom courses. The Division makes surveys to identify occupations that need more workers, either to eliminate shortages or to maintain the continuous entry of new recruits. It then proposes training courses in line with its findings, screens and refers applicants to training, pays allowances to eligible trainees, and helps find jobs for graduates.

Measuring the effectiveness of the training program

Early in national MDTA planning, Federal guidelines for a followup reporting system were established to satisfy requirements of the U.S. Comptroller General. 1/ These guidelines included a system of followup of MDTA-course completers to learn what the benefits of their training have been in terms of employment and earnings. But the followup scheme then inaugurated, while an improvement over earlier procedures, has been seriously inadequate.

For example, the federally-prescribed form 2/ used by local offices of the Employment Service was designed to be completed for every MDTA-course graduate at intervals of 3 months, 6 months, and 12 months after training ended. In practice, the local offices have found this hard to accomplish. The

1/ In his April 1964 report to Congress on "Need for Adequate Employment Data for Evaluating the Effectiveness of Training Under Manpower Development and Training Act of 1962."

2/ Form MT-103.

form (still in use) is complicated--perhaps unnecessarily, and entries are frequently missing. Moreover, several months after their graduation, many of the course completers can't be located; and information is not always forthcoming even when they are located; too often, the entry is "N. A." (not available) instead of useful data.

In an effort to find a better way to get the required information, essential for budget and program planning, a direct-mail survey was undertaken by the Division in July 1964. A survey questionnaire was sent at that time by the Division's Office of Research and Statistics, which also received and coded responses. The questionnaires were sent to a random sample of graduates in a series of mailings over a three-year period, the last in June 1967.

This technique for post-training followup was found superior in its directness, in the brevity and simplicity of its questions, and in the adequacy of response without excessive costs. The mailing and coding of responses were handled, not locally, but by the central office, which made possible a greater degree of control and thoroughness. It demonstrated a measurement of MDTA effectiveness through a longitudinal survey plan based on a rolling sample of the graduates. Incidentally, the use of sampling, instead of an attempt to follow up <u>every</u> course graduate, was less expensive too.

A tabular summary of the survey series is shown on the facing page.

The survey findings

The surveys here under consideration focus on the training graduate himself, on his own reports of his labor-force status and earnings. The present report highlights the latest of these surveys, comparing its findings with those of earlier surveys.

The 569 responses to the June 1967 survey represented 69 per cent of a sample of 825 graduates who were canvassed, out of a universe of 6,112 persons completing MDTA courses from the November 1962 inception of the program to December 31, 1964.

These responses indicate that 80 per cent of the graduates were employed at the time of the survey. If those who have withdrawn from the labor force are excluded from the total, 91 per cent of the graduates had jobs. Over two-thirds of those employed were in training-related jobs.

Surveys of MDTA Graduates, July 1964 - June 1967

Date of Survey	Universe		Sample			
	Description	Size	Size		Response	
			Number	Per cent of Universe	Number	Per cent of Sample
July 1964	Persons who completed MDTA courses, from the inauguration of the program (in 11/62) to 12/31/63.	1,995	375	19%	277	74%
February 1965	(a) Those who had responded to the 7/64 survey.	277	277	100	222	80
	(b) All persons who completed MDTA courses by 6/30/64. (Includes the 1,995 previous completers; sample contained some of the 1,995 who were not in the 7/64 sample. The 720 respondents include 380 who had graduated during the first half of 1964, and 340--including 222 from the 7/64 survey group--out of the 1,995 earlier graduates.)	4,788	965	20	720	75
March 1965	New York City Negro youths (identified on referrals starting 9/63) who completed MDTA courses by 6/30/64.	123	123	100	54	44
July 1965	Persons who completed MDTA courses during the six months July-December 1964.	1,324	238	18	178	75
March 1966	Those respondents to the 2/65 surveys who had completed MDTA courses by 12/31/63.	340	340	100	279	82
February 1967	Persons who completed MDTA courses during the calendar year 1965.	5,009	613	12	405	66
June 1967	Those of the 898 respondents (720 plus 178) to the 2/65 and 7/65 surveys for whom current addresses were on file.	825	825	100	569	69

Table A. Respondents distributed by labor-force status and sex

Labor-force status	Number			Percentages					
				Total			In labor force only		
	All	Male	Female	All	Male	Female	All	Male	Female
Total responses...	569	251	318	100%	100%	100%	xx	xx	xx
Out of labor force....	66	22	44	12	9	14	xx	xx	xx
In labor force.....	503	229	274	88	91	86	100%	100%	100%
Employed.....	457	215	242	80	85	76	91	94	88
Training-related..	311	124	187	54	49	59	62	54	68
Other.....	146	91	55	26	36	17	29	40	20
Unemployed.....	46	14	32	8	6	10	9	6	12

Labor-force status by sex: A higher proportion of males than females remain in the labor force after training and a smaller proportion report themselves unemployed (Table A). That women are more likely than men to withdraw from the labor force is no surprise. But could this higher rate of withdrawal be due to the higher unemployment rate of women--10 per cent against 6 per cent for men? Notice, too, how much larger is the proportion of training-related jobs obtained by women MDTA graduates: 59 per cent of them found training-related work; only 17 per cent of them reported other kinds of jobs. The comparable percentages for men graduates were 49 per cent and 36 per cent.

In a larger context, this raises the question whether and how the ratio of training-related to other employment reflects the effectiveness of the training. Is training to be regarded as effective only when it leads to employment in the occupational field toward which it was directed? Or does satisfactory employment in another field indicate its effectiveness in enhancing general employability? What significance might this have for determining the relative uses of schoolroom training and on-the-job training?

Labor-force status by age: Three-fifths of the respondents were over 22 and under 45 years of age, one-fifth were under 22, and one-fifth were 45 and over. The separate distribution of males and females was roughly in similar pattern, except that the female percentage was substantially lighter than the male in the age group 22-34 and substantially heavier in the 45-and-over group (see Appendix Table 1).

The distribution by labor-force status shows a common pattern among the four age groups beginning at 19, resembling closely the pattern for the whole respondent group--about nine-tenths still in the labor force, and about nine-tenths of these employed, with over two-thirds of the employed holding training-related jobs.

Table B. Respondents distributed by age and labor-force status

(in per cent)

Labor-force status	Age group (years)					
	All	16-18	19-21	22-34	35-44	45 and over
By labor-force status within age group						
Total responses.....	100%	100%	100%	100%	100%	100%
Out of labor force.....	12	45	12	9	8	11
In labor force.....	88	55	88	91	92	89
Employed.....	80	48	80	85	84	77
Training-related.....	54	29	55	58	57	53
Other.....	26	19	25	27	27	24
Unemployed.....	8	7	6	6	8	12
By age group within labor-force classifications						
Total responses.....	100	5	17	32	26	20
Out of labor force.....	100	21	18	26	17	18
In labor force.....	100	3	17	33	27	20
Employed	100	3	17	34	27	19
Training-related.....	100	3	17	33	27	20
Other.....	100	4	16	34	27	19
Unemployed.....	100	4	17	22	26	31

The group of youths under age 19 departs distinctly from this pattern, showing 45 per cent (about four times the overall proportion) out of the labor force--probably called out by Selective Service, or returning to school. With a corresponding reduction of the proportion who were still in the labor force, the number employed remained close to nine-tenths of these. The proportion of the employed who held training-related jobs was only 60 per cent for these youths. The unemployment rate of 7 per cent for respondents under 19 was about the same as the overall rate.

The unemployment rate was highest (12 per cent) for the oldest age group, 45 and over. Among all unemployed respondents, this age group (with 31 per cent) and the 35-44 age group (with 26 per cent) constituted, together, well over a majority.

Labor-force status by education: 60 per cent of the respondents had completed or gone beyond high school, and another one-third had at least some high school education (see Appendix Table 2).

The educational attainment of the unemployed was markedly lower than all others, with only 30 per cent of the unemployed having completed high school, as against 56-65 per cent of high school completers among all other categories. Apparently this is a handicap that MDTA employment-orientation and specific occupational training do not eliminate.

Table C. Respondents distributed by labor-force status and education

Labor-force status	School years completed					
	Total	Less than 8	8	9-11	12	More than 12
Total responses.....	100%	1	6	33	52	8
Out of labor force.....	100	3	6	26	59	6
In labor force.....	100	1	6	34	51	8
Employed.....	100	1	4	33	53	9
Training-related...	100	1	3	32	55	9
Other.....	100	2	7	35	50	6
Unemployed.....	100	2	20	48	30	-

On the other hand, none of the 42 respondents educated beyond high school were unemployed at the time of the survey, June 1967 (see Appendix Table 2). The maximum high-school completion rate was reported by the out-of-labor-force group--again, a situation probably attributable to Selective Service status and resumption of schooling.

The time lapse from course completion to present jobs: 1/ The time lapse between completion of MDTA course and entry upon present employment (June 1967) has been tabulated for those in training-related jobs and those in other jobs (see Appendix Table 3).

Of the 457 employed respondents, 200 or 44 per cent found their present jobs within six months after completing their training; 75 per cent started their present jobs within two years of course completion. Among those whose jobs at time of survey were training-related, the last placements occurred on the average about a year closer to course completion than among those whose current jobs were not training-related. (A more complete analysis would require more details of individual work histories than were revealed in this survey series.)

1/ Information on the intervening sequence of employment and unemployment of respondents was not available.

Unemployment before training: Duration of unemployment prior to training (see Appendix Table 4) seems to have little effect on the subsequent outcome as here defined; an exception is its possible result in withdrawals from the labor force.

Table D. Respondents distributed by labor-force status and pre-training unemployment

Labor-force status	Weeks of prior unemployment				
	Less than 5	5-14	15-26	27-52	More than 52
Total responses.....	100%	100%	100%	100%	100%
Out of labor force.....	13	8	10	11	19
In labor force.....	87	92	90	89	81
Employed.....	82	81	83	80	71
Training-related.....	55	55	47	57	52
Other.....	27	26	36	23	19
Unemployed.....	5	11	7	9	10

Withdrawal is reported by 19 per cent of those whose pre-training history included more than a whole year of unemployment, while withdrawal is reported by 8 to 13 per cent of those with shorter spells of unemployment just before they started MDTA courses.

The proportion of respondents with training-related jobs was lowest for those who had been out of work for 15-26 weeks before training began. More information on the work history of individuals concerned might help explain why.

Labor-force status by earnings: Out of the 457 employed respondents, 396 provided earnings data, making possible a comparison of pre-training and post-training wages (see Appendix Table 5). Of these comparisons, only 12 per cent were unfavorable--the hourly wage after training was either lower or no higher than before. However, to the extent that other relevant factors are not revealed or analyzed in this survey, the unfavorable hourly-wage differential must be judged conditionally. Lower hourly earnings do not rule out the possibility of increased total income if the new employment offers a fuller work-week, steady work, or a longer work season; the lower wage may indeed be a prelude to advancement that was less likely, or wholly unattainable, before training; or it may lead to more satisfying and, in the long run, more remunerative work. Or, in order to enter a more promising occupational field, the worker may have willingly given up accumulated rights in his prior employment--seniority, in-grade step-ups, union scale, etc.--which again may account for a temporarily unfavorable differential.

On the positive side, 69 per cent of those employed are enjoying wages 50 cents or more per hour higher than their pre-training wages; and another 17 per cent are earning hourly wages 10 to 49 cents higher than before training.

Three-fourths of MDTA graduates earn $2 or more per hour (see Appendix Table 6); half of all the male graduates are earning more than $2.65 and half the females more than $2.10. By age, the median varies from $2.15 per hour in the 45-and-over group and $2.18 in the under-19 group, to $2.45 in the prime age (22-34 year) group. By educational achievement, a median of $1.88 for grade-school dropouts increases to $2.42 for those with more than high school education.

Comparing 1967 findings with earlier survey findings

The summary of findings so far presented are those of the last survey in the series--the June 1967 survey. For additional perspective on the development of the training program, comparisons of these data with earlier findings may also be useful.

First, a longitudinal measure of the changing status of the first group, as observed in the successive surveys of the series. This is an attempt to trace, over a period of several years, the fortunes of a group of people who took the training courses.

Second, a comparison of the post-training labor-force status of successive groups of trainees in order to find, if possible, evidence of progressive improvement in program quality. Three groups covered by the series of surveys described are:

- those who completed MDTA courses in calendar year 1963 (including a very small proportion of completers during the first eight weeks of the program in November-December 1962);

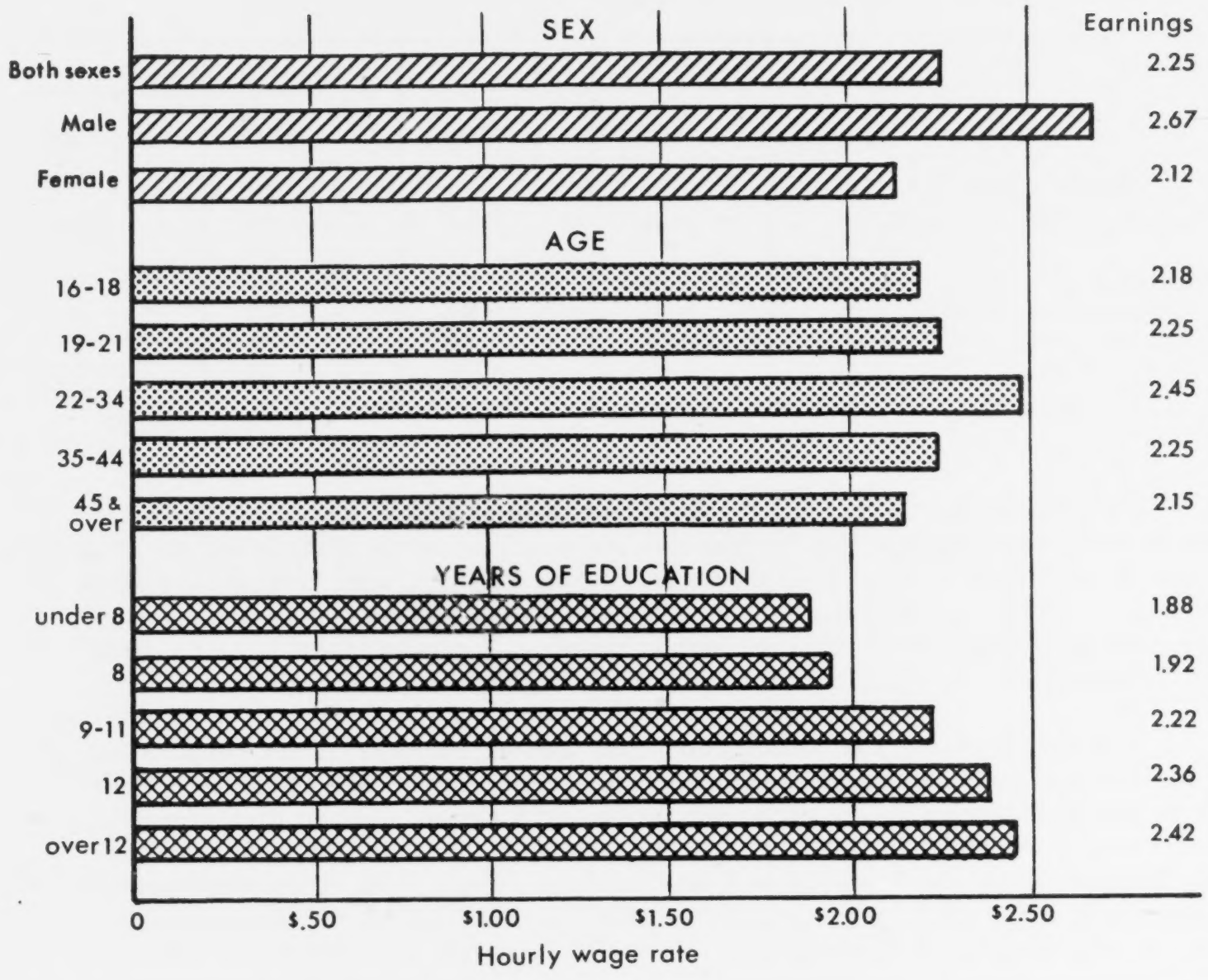
- those who completed in calendar year 1964;

- those who completed in 1965.

The findings presented here are often the results of circumstances extrinsic to the training program itself 2/, and the apparent statistical relationships are only suggestive at best, and certainly very far from conclusive.

2/ For example, differences in time lapse between completion of training and date of survey, changing economic conditions and labor-market opportunities, differences in characteristics of the different training groups.

Median hourly wage rates of persons completing MDTA courses
by December 31, 1964, and employed in June 1967,
by sex, age, and prior education



Hourly wage of persons completing MDTA courses
by December 31, 1964, and employed in June 1967,
by sex

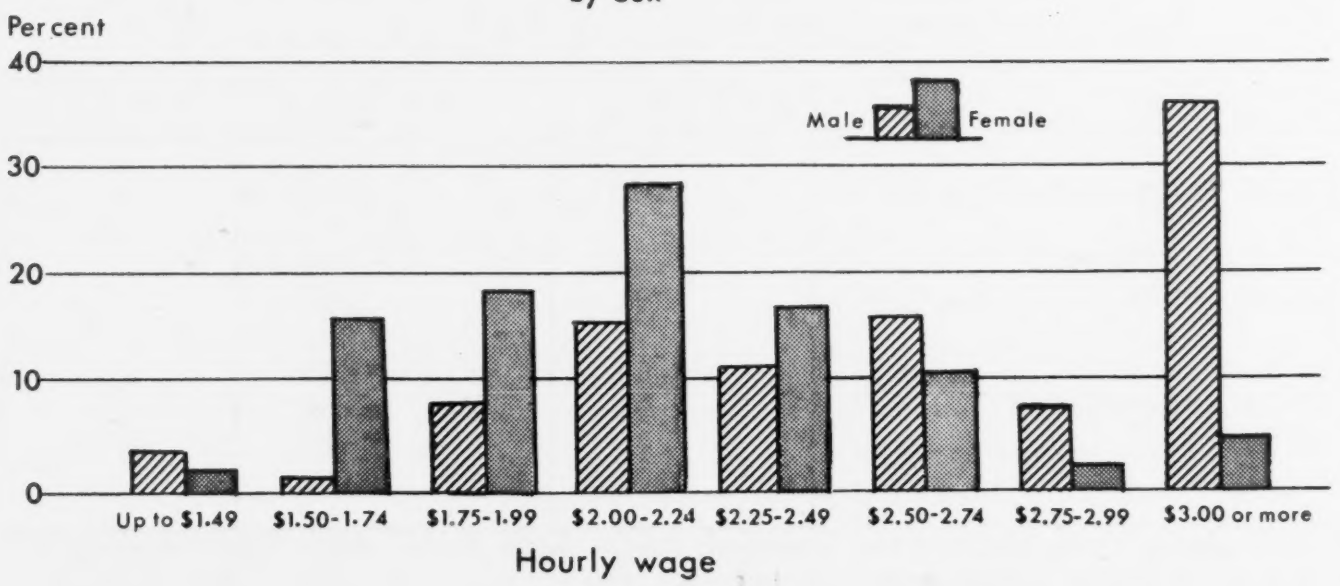


Table E. Changing labor-force status of 1963 group

Labor-force status	July 1964	Feb. 1965	Mar. 1966	June 1967
Total responses.....	100%	100%	100%	100%
Out of labor force.....	9	8	14	13
In labor force.....	91	92	86	87
Employed.....	66	75	74	77
Training-related.....	41	47	50	45
Other.....	25	28	24	32
Unemployed.....	25	17	12	10

As indicated in Table E, the experience of the 1963 group progressed from 66 per cent employed at the time of the initial survey (July 1964) to 75 per cent as of February 1965, 74 per cent as of March 1966, and 77 per cent as of June 1967. The 77 per cent employment level was reached by the 1963 group three-and-one-half years after its last member completed training, at a time when withdrawals from the labor force were 13 per cent of the group.

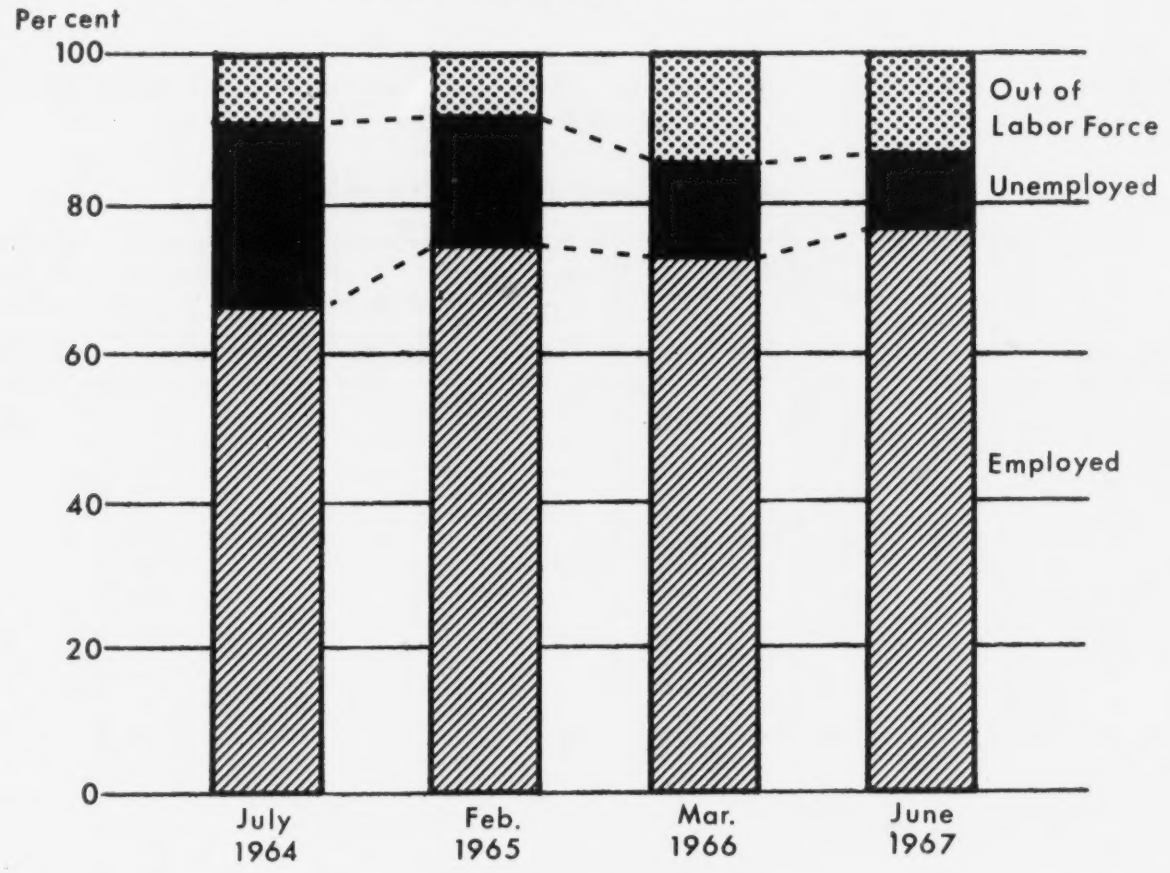
The employment rate observed in the initial surveys of the respective groups progressed (see Table F) from 66 per cent in the 1963 group to 80 per cent in the 1964 group and 81 per cent in the 1965 group. In the comparative experience of the three groups, the second showed a substantially higher employment rate than the first (80 per cent against 66 per cent, both measured at seven-month intervals); the third group showed about the same employment level (81 per cent employed) after a 14-month interval. (Might this employment level be, in fact, a kind of overall ceiling-limit for MDTA course graduates, despite possibilities of variation by occupation, geography, ability, demand, etc.?)

Table F. Labor-force status of successive groups 1/

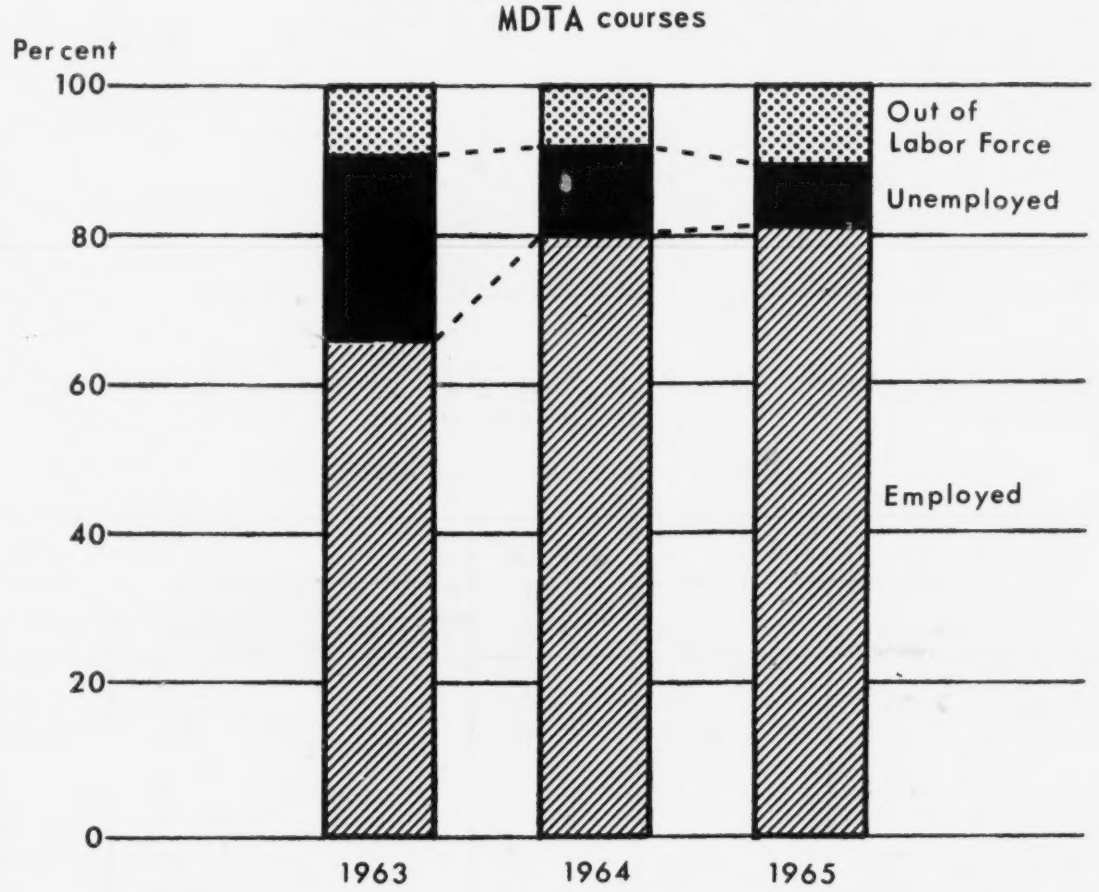
Labor-force status	1963 group	1964 group	1965 group
Total responses.....	100%	100%	100%
Out of labor force.....	9	8	10
In labor force.....	91	92	90
Employed.....	66	80	81
Training-related.....	41	63	64
Other.....	25	17	17
Unemployed.....	25	12	9

1/ 1963 data from July 1964 survey; 1964 data from July 1965 survey of July-December graduates only; 1965 data from February 1967 survey.

Changes in labor-force status of
persons completing MDTA courses in 1963



Labor-force status of
1963, 1964 and 1965 completers of
MDTA courses



APPENDIX

Table 1. Employment status in June 1967 of pre-1965 MDTA graduates, by age and sex

(Sample survey responses)

Age and sex	Total		Out of labor force	In labor force		
				Employed		
	Number	Per cent		Training-related	Other	Unemployed
All responses...	569	100%	66	311	146	46
16-18 years.....	31	5	14	9	6	2
19-21 years.....	98	17	12	54	24	8
22-34 years.....	180	32	17	104	49	10
35-44 years.....	146	26	11	83	40	12
45 or over.....	114	20	12	61	27	14
Male.....	251	100%	22	124	91	14
16-18 years.....	13	5	9	1	2	1
19-21 years.....	47	19	3	23	17	4
22-34 years.....	100	40	4	56	37	3
35-44 years.....	55	22	2	26	24	3
45 or over.....	36	14	4	18	11	3
Female.....	318	100%	44	187	55	32
16-18 years.....	18	6	5	8	4	1
19-21 years.....	51	16	9	31	7	4
22-34 years.....	80	25	13	48	12	7
35-44 years.....	91	29	9	57	16	9
45 or over.....	78	24	8	43	16	11

Table 2. Employment status in June 1967 of pre-1965 MDTA graduates, by prior education

(Sample survey responses)

Education	Total		Out of labor force	In labor force		
				Employed		
	Number	Per cent		Training-related	Other	Unemployed
All responses	569	xx	66	311	146	46
Classifiable	560	100%	65	306	145	44
Under 8 grades....	8	1	2	3	2	1
8 grades....	32	6	4	9	10	9
9-11 grades....	186	33	17	97	51	21
12 grades....	292	52	38	168	73	13
Over 12 grades....	42	8	4	29	9	-
Unknown.....	9	xx	1	5	1	2

Table 3. Time lapse from pre-1965 completion of MDTA course to June-1967 job

(Sample survey responses)

Time lapse	Total employed		Training-related jobs		Other jobs	
	Number	Cumulative percentage	Number	Cumulative percentage	Number	Cumulative percentage
All employed respondents..	457	xx	311	xx	146	xx
0 - 6 months....	200	44%	166	53%	34	23%
7 - 12 months....	57	56	39	66	18	36
13 - 18 months....	32	63	14	70	18	48
19 - 24 months....	54	75	38	83	16	59
25 - 30 months....	54	87	33	93	21	73
31 - 36 months....	37	95	14	98	23	89
37 - 42 months....	17	99	5	99	12	97
43 months or more.	6	100	2	100	4	100

Table 4. Duration of unemployment prior to training of pre-1965 MDTA graduates

(Sample survey responses)

Duration of unemployment	Total	Out of labor force	Employed		Unemployed
			Training-related	Other	
All responses.....	569	66	311	146	46
Under 5 weeks.....	146	19	80	40	7
5 - 14 weeks.....	133	11	73	35	14
15 - 26 weeks.....	77	8	36	28	5
27 - 52 weeks.....	56	6	32	13	5
Over 52 weeks.....	105	20	55	20	10
Unknown.....	52	2	35	10	5

Table 5. Hourly wage rates in June 1967 compared with last pre-training earnings of pre-1965 graduates

(Sample survey responses)

Difference in hourly wage rate	Total		In training-related jobs		In other jobs	
	Number	Percent	Number	Percent	Number	Percent
All employed respondents.....	457	xx	311	xx	146	xx
Difference unknown.....	61	xx	43	xx	18	xx
Classifiable.....	396	100%	268	100%	128	100%
Unfavorable difference.	49	12	25	9	24	19
Lower by 50¢ or more....	19	5	10	3	9	7
Lower by 20 to 49¢.....	13	3	7	3	6	5
Up to 19¢ lower.....	12	3	7	3	5	4
No higher than before...	5	1	1	1/	4	3
Favorable difference...	347	88	243	91	104	81
Up to 9¢ higher.....	7	2	7	3	-	-
Higher by 10 to 19¢.....	13	3	8	3	5	4
Higher by 20 to 39¢.....	26	7	15	6	11	8
Higher by 40 to 49¢.....	27	7	18	6	9	7
Higher by 50¢ or more...	274	69	195	73	79	62

1/ Less than one-half of one percent.

Table 6. Hourly wage rates in June 1967 of pre-1965 MDTA course graduates holding jobs, by sex, age,and prior education

(Sample survey responses)

Hourly wage rate	Total	Sex		Age					Education					
		Male	Female	16-18	19-21	22-34	35-44	45 & over	Under 8 grades	8 grades	9-11 grades	12 grades	over 12 grades	Unknown
All employed respondents.....	457	215	242	15	78	153	123	88	5	19	148	241	38	6
Estimated median..	$2.25	$2.67	$2.12	$2.18	$2.25	$2.45	$2.25	$2.15	$1.88	$1.92	$2.22	$2.36	$2.42	$2.50
Up to - $1.49.....	10	6	4	-	3	3	3	1	-	-	6	3	1	-
$1.50 - 1.74.....	41	3	38	1	9	10	9	12	1	5	14	17	4	-
1.75 - 1.99.....	64	18	46	3	11	19	16	15	3	7	23	26	5	-
2.00 - 2.24.....	105	35	70	4	16	25	34	26	1	4	34	57	7	2
2.25 - 2.49.....	66	24	42	3	14	23	19	7	-	-	23	39	3	1
2.50 - 2.74.....	59	34	25	2	6	20	20	11	-	-	18	31	9	1
2.75 - 2.99.....	23	17	6	1	4	12	2	4	-	1	7	12	2	1
3.00 or more.....	89	78	11	1	15	41	20	12	-	2	23	56	7	1